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Memorandum
No. 570-1-2   30 June 1994

Manpower and Equipment Control
MANPOWER MANAGEMENT
HEADQUARTERS U.S.ARMY CORPS OF ENGINEERS

TABLE OF CONTENTS

i

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                  Manpower and Equipment Control
                      MANPOWER MANAGEMENT
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1. <u>Purpose.</u> This memorandum establishes organizational policy,
responsibilities and procedures for the effective and efficient
management of all manpower resources within HQUSACE. These
procedures cover civilian and military manpower and include the
justification of manpower requirements, allocation of civil and
military funded civilian manpower, and the day-to-day management
of civilian actual strength including SF-52 (Request for
Personnel Action) processing, publication of the Manpower
Management Document (MMD) and manpower utilization reporting.

2. <u>Applicability.</u> This memorandum applies to all HQUSACE
elements supported by the Humphreys Engineer Center Support
Activity (HECSA).

3. <u>References.</u>

    a. AR 5-3, Installation Management and Organization.

    b. AR 310-49, The Army Authorization Documents System
(TAADS) Documentation Procedures and Processing.

    c. AR 570-4, Manpower Management.

    d. AR 690-500, Civilian Personnel, Position Classification,
Pay and Allowance.

    e. DA PAM 570-4, Manpower Procedures Handbook.

    f. ER 570-2-2, Management of Civil Functions Civilian
Manpower by the Workyear System.

    g. OM 10-1-1, Headquarters, U.S. Army Corps of Engineers.

    h. Federal Personnel Manual (FPM) CH 316 3, Term Employment.

4. <u>Responsibilities.</u>

    a. Chief of Staff will -

    (1) Issue operational manpower management policy guidance to
the Directors and Separate Office Chiefs.

(2) Approve manpower requests and vouchers on those issues deemed controversial or insupportable by the Humphreys Engineer Center Support Activity (HECSA), Resource Management Office, Manpower and Management Analysis Branch (CEHEC-RM-M).

(3) Convene an advisory group for recommended solutions to disagreements on policy issues requiring decisions by the Deputy Commanding General (DCG).

b. Assistant Chief of Staff. Assists the Chief of Staff in the operational manpower management policy guidance issued to the Directors and Separate Office Chief.

c. Funding Program Manager will -

(1) Provide policy and mission requirements.

(2) Provide oversight of HQ elements to ensure support activities are consistent with current policy and mission requirements and priorities.

d. HECSA, Resource Management Office, Manpower and Management Analysis Branch will -

(1) Provide operational manpower management for the Chief of Staff.

(2) Make recommendations to the Assistant Chief of Staff on manpower requests, high grade management and increases to established manpower levels.

(3) Oversee the day to day manpower management operations as prescribed in AR 570 series to include: manpower requirement justification, allocation of civil and military funded civilian manpower, utilization reporting, management of actual civilian strength, requests for Personnel Actions (SF-52), publication of the Manpower Management Document (MMD), maintenance and submission of Active Army and Mobilization Tables of Distribution and Allowances (TDA).

e. Directors and Separate Office Chiefs will -

(1) Ensure that manpower levels do not exceed their authorized ceilings to include high grades.

(2) Review their portion of the MMD, annotate corrections, provide their input within 10 days after issuance (or release of

files on the Manpower Management Document System (MMDS) and return corrected MMDS to CEHEC-RM-M.

    (3) Provide negative responses when all information is correct.

5. <u>Objectives.</u>   Manpower management objectives focus upon human resource requirements and the organization and position structure in which they are best used. The objectives are achieved with the use of the Defense Civilian Personnel Data System (DCPDS) (formally the Army Civilian Personnel Management System (ACPERS)), Payroll Text File and Program Budget Guidance that furnish information for most personnel related matters. Further the objectives are achieved through close and continual coordination between major program managers and supporting elements to ensure that the Headquarters resources are used to achieve the most current mission, policy requirements and priorities.

6. <u>Procedures.</u> This memorandum describes procedures for managing and documenting USACE manpower resources. These procedures provide guidance for the following areas of manpower management:

    a. Manpower Requirements

    b. Manpower Allocations

    c. Management of Hire Lag

    d. Use of Other than Permanent Manpower

    e. Utilization Reporting

    f. Civilian Employment Plan (CEP) and Civil Functions Work year Usage Plan (CWUP)

    g. SF-52 (Request for Personnel Action) Control

    h. Manpower Management Document (MMD)

    i. Tables of Distribution and Allowances (TDA)

    j. Manpower Programming and Budgeting

    k. Military Manpower (Officers, Warrant Officers and Enlisted)

l. Organization/Reorganization Proposals

m. Management of High Grade Ceilings

7. <u>Manpower Requirements.</u>

a. Manpower requirements determination identifies the
minimum number and kind of personnel needed to perform mission
essential work.   It is a continuing process in which manpower
requirements are established, adjusted or eliminated in response
to changes in missions, programs, workload, technology and
leadership philosophy.   The basic methods used for determining
manpower requirements are surveys, staffing standards, workload
modeling techniques and staffing guides.

b. Requests for additional manpower requirements, regardless
of fund source (direct or reimbursable), will be submitted to
CEHEC-RM-M for coordination with the appropriate program manager
as required.   The standard format to request and justify
additional manpower requirements is provided at Appendix A. It
includes workload by function and the number of work-hours per
workyear required for each function.   The Army uses a 2080 work-
hour base year with an availability factor of 1770 work-hours.
The justification is zero-based (i.e., it must provide
justification for all positions in the requesting organizational
sub-element (branch), not only the proposed additional
requirements).   This is necessary because Army must justify its
manpower requirements to the Office of the Secretary of Defense
 (OSD), the Office of Management and Budget (OMB), and Congress.
Increased emphasis on personnel costs and national manpower
resources has led each of these agencies to insist that budget
requests be based on a realistic analysis of the work to be done
and staffing needs be established with an accepted workload based
requirements determination process.   In requesting new valid
requirements, each director and chief of separate offices should
decrease or eliminate any unneeded requirements.

c. Proposed changes to HQUSACE manpower requirements will be
conducted quarterly.   Out-of-cycle requests for extraordinary
events such as the floods/earthquake initiatives will be
submitted through CEHEC-RM-M to the Chief of Staff.   CEHEC-RM-M
will review, in coordination with program managers, the
submissions and recommend approval/disapproval of requirement
changes to the Chief of Staff.   All recommended requirements must
be prioritized to preclude creating costly overhires.   The
approval of new requirements does not automatically constitute
new authorizations.

8. <u>Manpower Authorization Allocations.</u> New HQUSACE manpower authorizations will be documented and allocated on Manpower Authorization Vouchers by CEHEC-RM-M at least twice per year based on the USACE manpower resource guidance cycle and the operating budget process. Interim vouchers will be issued when justified by events such as a reorganization, transfer of functions or significant changes in requirements or available authorizations. Authorizations will be tracked by Army Management Structure Code (AMSCO), high grades (14 and 15) and category type (GS, GM, SES, WG, etc.), to those which were provided in the USACE resource guidance and were used as the basis for costing the central payroll accounts during the operating budget development process. Decrements of manpower authorizations will be determined by the Chief of Staff and/or the advisory group using the Headquarters Operations Project (HOP) or other management initiatives deemed necessary.

9. <u>Management of Hire Lag.</u> Hire Lag is the cumulative total of delays during which authorized civilian positions remain unfilled. It is expressed as a percentage derived by computing the average number of vacancies, divided by total authorized civilian positions (civil and military). CEHEC-RM-M will conduct periodic evaluations of actual hire lag experience. CEHEC-RM-M will closely monitor utilization reports and coordinate with the Operating Human Resource Office (CEHEC-HR-H) regarding the status of recruit actions.

10. <u>Alternatives in the Use of Other Than Permanent Manpower.</u>

    a. In working with HQUSACE managers in the development of hiring plans, CEHEC-RM-M will ensure that managers consider which employment schedules give the organization the greatest flexibility to respond to new missions and workload surges. Other than permanent personnel (temporary, student aides, co-op, part-time, intermittent or term employees) may be used to accomplish peak workloads, work that is not permanent in nature, or work that is permanent in nature but for which long-term funding is not assured.

    b. Requests for other than permanent manpower requirements may be submitted to CEHEC-RM-M at any time during the fiscal year. Requests should follow the same procedures as for permanent manpower requirements described in paragraph 6b above.

    c. Temporary manpower requirements are effective for up to one year, at which time they must be rejustified. Temporary positions that have existed longer than a year should be evaluated for abolishment or conversion to a permanent requirement.

d. Term employment is a nonstatus appointment to a position in the competitive service for a specified period exceeding one year and lasting not more than four calendar years (see Appendix B).

11. <u>Utilization Reporting.</u>

a. The utilization reporting system is designed to measure actual usage against authorized manpower and dollar ceilings. The HQUSACE utilization control system uses the DCPDS and Omaha Payroll data bases as primary information sources.

b. CEHEC-RM-M will provide to the Chief of Staff and each staff element on a monthly basis (or upon request) a report of civil and military functions, actual strength and cumulative workyear consumption by identification code and AMSCO with a by-name detail as backup.

c. CEHEC-RM-M will prepare all required manpower utilization reports for HQUSACE including, but not limited to, the following:

(1) Monthly feeder report of Full-Time Equivalent (FTE) Workyear Civilian Employment (civil funded civilians).

(2) Monthly Full-Time Equivalent Workyear Military Employment (military funded civilians).

12. <u>Civilian Employment Plan CEP) and Civil Workyear Usage Plan (CWUP).</u> The CEP is a DA requirement used to plan the utilization of military functions manpower and dollars. The CWUP is an OMB requirement to plan the utilization of FTE workyears against the authorized ceilings. CEHEC-RM-M will prepare both utilization plans for HQUSACE in accordance with published USACE instructions and timeliness. The CEP and CWUP will take into account historical utilization trends, seasonal fluctuations, and new and anticipated programs, and will be closely matched against the HQUSACE utilization reports to ensure that manpower and dollars are being used according to the plans.

13. <u>SF-52 (Request for Personnel Action) Control.</u> Requests for personnel action flow from the requesting organization through CEHEC-RM-M, CEHEC-RM-B, and the Chief of Staff (when applicable) to the Human Resources Office (CEHEC-HR-H). Reference Appendices C and D for completing and processing SF-52.

a. The primary role of CEHEC-RM-M in the SF-52 process is to ensure that a requirement and an authorization exist for a specific position before approval to fill that position is

granted. Only approved and required positions are annoted on the MMD and are either authorized or unauthorized. Generally, if a position is authorized and vacant, a fill request will be approved subject to high grade limitations, funds availability or other constraints. Total HQUSACE on-board strength will be analyzed by CEHEC-RM-M using utilization reports when considering vacancy requests.

b.   The primary role of CEHEC-RM-B is to ensure funds are available for a specific position before approval to fill the position is granted. In the case of reimbursable positions, funds or the assurance of funding must be received prior to approval by CEHEC-RM-B. If the reimbursable position is funded by a billback, CEHEC-RM-B will provide the Chief of Staff with the possible impacts of approval (e.g., increase in the centralized accounts billing to the field).

14.   <u>Manpower Management Document (MMD).</u>

a.   The MMD is a working detailed Table of Distribution and Allowances (TDA) that reflects HQUSACE manpower resources by paragraph and line numbers. The MMD includes all HQUSACE requirements, authorizations and on-board personnel by name (see Appendix E). The MMD depicts all of the positions in each of the HQUSACE elements and identifies the funding source for each position by AMSCO. Through the use of required and authorized data for each position, the MMD is the principal tool used to approve SF-52s.

b.   Following are several key points regarding the MMD:

(1) CEHEC-RM-M updates the MMD bi-weekly with input from CEHR-M (military members), CEHEC-HR-H and organizational elements.

(2) Routine SF-52s from HQUSACE organizational elements are approved/disapproved by CEHEC-RM-M. Disapproved SF-52s are returned to the requester with the reason for disapproval. Those approved are sent to CEHEC-HR-H for action and the MMD is annotated denoting pending actions the utility copy of the SF-50 (Notification of Personnel Action) resulting from that action is forwarded to CEHEC-RM-M for official changes to the MMD.

(3) The MMD is automated on the Local Area Network (LAN) using the Manpower Management Document System (MMDs). Most directorates/separate offices are able to use the LAN to obtain the MMD and reconcile it against the current manpower voucher. Other organizational elements will receive a bi-weekly hard copy of the latest MMD to update and reconcile their portion of the

7

MMD. The MMDS provides read and print capabilities only to allow continuous MMD review.

15. Tables of Distribution and Allowances (TDA).

    a. CEHEC-RM-M is responsible for managing and updating all applicable HQUSACE TDA and MOBTDA. Active TDAs for HQUSACE are CEW1B7AA (civil Functions), CEWOJVAA (HQUSACE military functions (AMHA/AMHI), CEW4EGAA (HQUSACE military functions (Technical Review Group)), and CEWOJVAAMO (MOBTDA).

    b. TDA revisions will be coordinated by CEHEC-RM-M with HQUSACE organizational elements and Chief of Staff's concurrence.

    c. CEHEC-ZP-S will provide changes to Section 3 (Equipment Allowances) of the TDA to CEHEC-RM-M who will then forward those proposed changes to the Director of Logistics (CELD) for review.

    d. CEHEC-RM-M will coordinate all Army Educational Requirements System (AERS) validated positions with Human Resources, Military Personnel Division (CEHR-M).

16. Manpower Programming and Budgeting. CEHEC-RM-M develops, staffs and submits to CEHEC-RM-B for all HQUSACE elements all applicable HQUSACE input for military functions Planning, Programming, Budgeting, and Execution System (PPBES) events and civil functions civil budget events. This includes: developing, in coordination with CEHEC-RM-B, input for reprogramming actions for the Command Budget Estimate (CBE), issuing statements for the Program Objective Memorandum (POM), and submissions for the Civil Program Civilian Force Configuration and Management (FORCON) data.

17. Military Manpower (Officers, Warrant Officers and Enlisted). The management of HQUSACE military manpower (officers, warrant officers and enlisted) resides with CEHR-M and CERM-U. CEHEC-RM-M will coordinate with CEHR-M to ensure the accuracy of the active duty data.

    a. CERM-U manages the allocation of command-wide military manpower authorizations and the Officer Distribution Plan (ODP), recommending the distribution of the military manpower authorizations based on coordination with HQUSACE directors, chiefs of separate offices and field commanders and utilizing the Council of Colonels to recommend the distribution of the ODP. The command-wide military manpower authorizations and ODP are approved by the DCG.

    b. The Military Personnel Division (CEHR-M) manages the other functions associated with military manpower including

strength and requisitions management, military assignments, career development and transition counseling, performance appraisals, and awards management.

c. USACE military funded officer authorizations are allocated by HQDA in the Program Budget Guidance (PBG). The PBG covers the prior and current years and the next six years. HQDA issues the PBG three times annually. USACE civil funded officer authorizations are established by Congress and are constrained by the civil appropriations budget in the OMB Passback. CERM-U distributes the overall-USACE military manpower authorizations to the field in Resource Guidance (RG), usually twice per year. The authorizations are provided by military or civil funded manpower, Management Decision Package (MDEP), and AMSCO.

18. <u>Organizational/Reorganizational Proposals.</u>

a. Requests for the establishment of a staff element, a work center title change, or a total organizational restructure must be forwarded to CERM-O for approval. The request must be in the form of a memorandum citing justification for proposed changes with current and proposed organizational charts, and functional statements IAW OM 10-1-1 as enclosures. Organizational charts must adhere to guidance provided by ARs 5-3 and 570-4.

b. CERM-O will advise the requesting staff activity whether their proposal is approved, and forward a copy furnished to CEHEC-RM-M.

c. Effect MMD and TDA changes:

(1) Upon receiving notice of organizational approval, staff elements must send a memorandum to CEHEC-RM-M requesting MMD/TDA modifications with documents referenced at paragraph 18a and 18b as enclosures. Additionally, a SF-52 is required for each incumbent position that is not part of a mass move action. Mass move/block move actions may be submitted by memorandum. Unencumbered requirements/authorizations must be identified and provided on a separate memorandum or marked-up copy of the MMD. The memorandum or the annotated copy of the MMD must identify clearly the audit trail of each position being moved.

(2) SF-52 actions requiring CEHEC-HR position reviews for an unnamed person as the result of proposed reorganization/position realignment may be submitted through CEHEC-RM-M to CEHEC-HR-H before CERM-O organizational approval. Subject action will allow CEHEC-HR lead time to evaluate requested SF-52 actions without causing added delays to processed MMD/TDA changes. A memorandum discussing the proposed action

MMD/TDA changes. A memorandum discussing the proposed action must be attached with documents referenced at para 18a and 18b above provided as enclosures. SF-52S will be processed through CEHEC-RM-M, documented for position review action only, and a suspense file will be established for subject action pending receipt of CERM-O organizational approval.

19. <u>Management of High-Grade Ceilings.</u> CEHEC-RM-M will monitor high grade (14 and 15) usage, and the directors and chiefs of separate offices will be accountable for ensuring that their elements remain within its ceiling. High grades will be documented for each directorate/separate office on the manpower vouchers.

FOR THE COMMANDER:

6 Appendices:
(See Table of Contents)

WILLIAM D. BROWN
Colonel, Corps of Engineers
Chief of Staff